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FOR ACTION

GLOBAL FUNDS PROGRAMME BASELINE BUDGET RECOMMENDATION FOR THE BIENNIUM 1996-1997

SUMMARY

The Executive Board decided at its first regular session of 1995 (1-3 and 6 February) to postpone the normal process of preparation of the administrative and programme support and the global funds budgets for the biennium 1996-1997 pending the related decision on implementation of the management review of UNICEF (decision 1995/6). The Board agreed that the two budgets for the 1994-1995 biennium will serve as the basis for interim baseline budget proposals for 1996-1997 and that there will be no net addition or upgrading of core posts. The only additional costs are related to the programme activities for Central and Eastern Europe, the Commonwealth of Independent States and the Baltic States. It also was agreed that the secretariat could submit any budget revisions during the remainder of 1995, and during 1996 and 1997 Board sessions, based on decisions regarding implementation of the recommendations of the management review.

Accordingly, budget estimates are presented in the present document for the Interregional Fund for Programme Preparation, Promotion and Evaluation; Programme Funds for the 1990s Goals; Regional Funds for Programme Preparation, Promotion and Evaluation; and the Emergency Programme Fund for the biennium 1996-1997 in the amounts of $153.2 million from general resources and $153.5 million from supplementary contributions. Revisions of these budgets are expected to be presented in the future. These revisions will contain proposals for restructuring the budgets and any change in the process of preparation and presentation of budgets arising from the management review as approved by the Executive Board.

* E/ICEF/1995/13.

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ABBREVIATIONS

ACC/SCN	Subcommittee on Nutrition of the Administrative Committee on Coordination
AIDS	acquired immune deficiency syndrome
CEDC	children in especially difficult circumstances
CEE	Central and Eastern Europe
CIS	Commonwealth of Independent States
CVI	Children's Vaccine Initiative
EAPRO	East Asia and the Pacific Regional Office
EPF	Emergency Programme Fund
ESARO	Eastern and Southern Africa Regional Office
GR	general resources
IDD	iodine deficiency disorders
IFPPE	Interregional Fund for Programme Preparation, Promotion and Evaluation
IGOs	intergovernmental organizations
MENA	Middle East and North Africa
MMR	Mortality Reduction Reserve
NCB	national capacity-building
NGOs	non-governmental organizations
NPAs	national programmes of action
PF90s	Programme Funds for the 1990s Goals
RFPPE	Regional Funds for Programme Preparation, Promotion and Evaluation
ROSA	Regional Office for South Asia
SAFLAC	Special Adjustment Facility for Latin America and the Caribbean
SF	supplementary funds
WCARO	Western and Central Africa Regional Office

I. BASELINE BUDGET ESTIMATES FOR GLOBAL FUNDS FOR THE BIENNIUM 1996-1997

1. By its decision 1993/21, resolution 3 (E/ICEF/1993/14) adopted at its 1993 regular session (26 April-7 May), the Executive Board approved a budget of $140.6 million for the biennium of 1994-1995 under the categories listed below. By decision 1994/R.1/7 (E/ICEF/1994/13) adopted at its first regular session of 1994 (23-25 February), the Executive Board increased the amount for the Emergency Programme Fund (EPF) from $14 million to $30 million for the biennium. The breakdown of the total biennium estimate of $156.6 million is shown below:

General resources programme budget estimates for the biennium 1994-1995 a/

	Headquarters	Field	Total
	(In thousands of United States dollars)		
IFPPE	21 000	-	21 000
Regional funds	-	35 389	35 389
PF90s:			
Health	19 512	21 488	41 000
Nutrition	4 155	2 545	6 700
Water supply and sanitation	1 873	627	2 500
Education	4 000	6 000	10 000
Intersectoral	6 030	3 970	10 000
Total PF90s	35 570	34 630	70 200
Emergency Programme Fund b/	3 850	26 150	30 000
Total consolidated global funds	60 420	96 169	156 589

a/ See table 1 of E/ICEF/1993/P/L.3.

b/ Reflects the revised allocation of funds between headquarters and the field based on Executive Board decision 1994/R.1/7.

2. In approving the amount of $156.6 million for the global funds programme, the Executive Board assigned first priority to activities at the country level on the understanding that any unused funds will be reallocated to the country programmes at the earliest opportunity. Further, the UNICEF Executive Director was authorized to administer in the most efficient and effective manner the provisions under each of the funds. The Executive Director may, without further authorization from the Executive Board, transfer, if necessary, into any one of the existing activities, or establish new initiatives within each fund, an amount not exceeding 10 per cent from each activity. This baseline global funds programme budget is within the framework of the financial projections as shown in table 7 of the medium-term plan for the period 1994-1997 (E/ICEF/1994/3, page 91).

3. The budget estimates for the 1996-1997 biennium are based on the budgets approved for the biennium 1994-1995 as shown above. This baseline budget for 1996-1997 does not contain any proposal for net additional increases in posts or upgradings of posts charged to the global funds budget. The proposal does not contain any change in the size of staffing or the existing staffing structures financed from the global funds. The baseline estimates were derived by costing out existing project posts and temporary staff charged to the global funds

budget using current salary scales and allowances and allowing for other mandatory increases such as within-grade increments and salary increases. The only additional costs are related to programme activities for Central and Eastern Europe, the Commonwealth of Independent States and the Baltic States. With regard to programme inputs and non-staff costs, there is an actual reduction of some $6.7 million, which more than offsets the mandatory increase in staff-related costs and costs related to the new regional office, thus achieving a final savings of $3.4 million. This has been achieved through stringent budgetary discipline and prioritization of activities to offset the cost escalation due to inflationary factors and other market factors beyond UNICEF control.

4. A comparison of the 1996-1997 baseline budget proposal with the approved 1994-1995 budget estimates (see annexes I-VI) is shown in table 1 below.

5. The revisions to the baseline budget will be submitted to the Executive Board during the remainder of 1995, and in 1996 and 1997, as and when it becomes necessary and as decisions are taken regarding implementation of management review recommendations. These revisions may include a recasting of the global funds budgets, taking into account views expressed by the Executive Board and recommendations from the Advisory Committee on Administrative and Budgetary Questions as well as recommendations of the management review of the global funds.

Supplementary-funded programme plan for global funds

6. By resolutions 4 of decision 1993/21, the Executive Board also approved the following supplementary-funded programme recommendations for the biennium 1994-1995:

Supplementary-funded programme budget estimates for the biennium 1994-1995

	Headquarters	Field	Total
	(In thousands of United States dollars)		
IFPPE	-	-	-
Regional funds	-	13 000	13 000
PF90s:			
Health	14 923	101 407	116 330
Nutrition	925	4 075	5 000
Water supply and sanitation	-	5 000	5 000
Education	-	6 000	6 000
Intersectoral	1 381	17 319	18 700
Total PF90s	17 229	133 801	151 030
Emergency Programme Fund	-	-	-
Total consolidated global funds	17 229	146 801	164 030

Table 1

CHANGES BETWEEN THE 1994-1995 APPROVED BUDGET AND THE 1996-1997 BASELINE BUDGET FOR GLOBAL FUNDS - CONSOLIDATION OF ALL FUNDS: COSTS BY BUDGET LINE ITEMS

(In thousands of United States dollars)

Costs	Approved 1994-1995	Changes 1996-1997 Amount	%	Proposed 1996-1997
GENERAL RESOURCES				
Country/regional programme allocations	96,169	732	0.8	96,901
Headquarters:				
Programme inputs				
Material and publications	7,462	(1,836)	(24.6)	5,626
Training	3,487	(907)	(26.0)	2,580
Cash assistance	15,649	(1,937)	(12.4)	13,712
Supply assistance	300	0	0.0	300
Subtotal, Programme inputs	26,898	(4,680)	(17.4)	22,218
Staff costs				
International Professional	18,489	688*	3.7	19,177
Local staff	6,030	570*	9.5	6,600
Consultants	5,380	(250)	(4.6)	5,130
Subtotal, Staff costs	29,899	1,008	3.4	30,907
Non-staff costs				
Travel	2,832	(363)	(12.8)	2,469
Furniture and equipment	369	(46)	(12.5)	323
Miscellaneous supplies and services	422	(83)	(19.7)	339
Subtotal, Non-staff costs	3,623	(492)	(13.6)	3,131
Total, Headquarters	60,420	(4,164)	(6.9)	56,256
TOTAL, GENERAL RESOURCES	156,589	(3,432)	(2.2)	153,157
SUPPLEMENTARY FUNDS				
Country/regional programme allocations	146,801	(9,801)	(6.7)	137,000
Headquarters:				
Programme inputs				
Material and publications	1,550	(50)	(3.2)	1,500
Training	800	(50)	(6.3)	750
Cash assistance	10,320	(402)	(3.9)	9,918
Supply assistance	450	(50)	(11.1)	400
Subtotal, Programme inputs	13,120	(552)	(4.2)	12,568
Staff costs				
International Professional	1,792	67*	3.7	1,859
Local staff	345	28*	8.1	373
Consultants	1,622	(222)	(13.7)	1,400
Subtotal, Staff costs	3,759	(127)	(3.4)	3,632
Non-staff costs				
Travel	250	(50)	(20.0)	200
Furniture and equipment	80	0	0.0	80
Miscellaneous supplies and services	20	0	0.0	20
Subtotal, Non-staff costs	350	(50)	(14.3)	300
Total, Headquarters	17,229	(729)	(4.2)	16,500
TOTAL, SUPPLEMENTARY FUNDS	164,030	(10,530)	(6.4)	153,500
GRAND TOTAL, COSTS	320,619	(13,962)	(4.4)	306,657

* Mandatory increase attributable to anticipated increase in annual wage increments and salary revisions.

7. In view of the additional programme activities for Central and Eastern Europe, the Commonwealth of Independent States and the Baltic States, it is proposed to revise the supplementary-funded budget estimates for 1996-1997 biennium, as described in resolution 5 of decision 1993/21 adopted by the Executive Board at its 1993 regular session. Moreover, adjustments also are proposed to allow all other regions the opportunity for raising modest amounts of supplementary funds as indicated in annex V. There is no net increase in the total supplementary funds proposals as some of the increases for particular sub-programmes within Programme Funds for the 1990s Goals (PF90s) and Regional Funds for Programme Preparation, Promotion and Evaluation (RFPPE) have been more than offset by decreases in other sub-programmes. The revised figures for supplementary-funded budgets for global funds for 1996-1997 are shown in resolution 2 of the present recommendation.

II. SUMMARY OF OBJECTIVES OF THE GLOBAL FUNDS PROGRAMME AND DETAILS OF THE BUDGET PROPOSAL FOR REGIONAL FUNDS ALLOCATION FOR CENTRAL AND EASTERN EUROPE, THE COMMONWEALTH OF INDEPENDENT STATES AND THE BALTIC STATES FOR THE BASELINE BIENNIUM 1996-1997

A. Purposes and objectives of the global funds programme

8. As described in "The structure and format of budget documents: proposed format for global funds programme budgets" (E/ICEF/1992/AB/L.1), submitted to the 1992 Executive Board, and in document E/ICEF/1994/P/L.2 on EPF, global funds are intended to serve the following overall purposes and objectives:

Interregional Fund for Programme Preparation, Promotion and Evaluation - Headquarters:

(a) Policy formulation, including new initiatives and new programme areas of priority concerns for children and women;

(b) Programme preparation through developing programme preparation systems, enhancing country office capacities and experimentation of innovative ideas and approaches;

(c) Programme evaluation on selected areas and concerns and document lessons learned to adjust programme strategies and improve programme management;

(d) Programme promotion through inter-agency cooperation and active collaboration with partners and allies for children and women;

Regional Funds for Programme Preparation, Promotion and Evaluation:

(e) The funds for regional support for programme preparation, promotion and evaluation serve as the primary source of regional advisory and monitoring support to countries;

(f) Promote knowledge generation and exchange of experience within the region and strengthen collaboration with regional and subregional institutions in the socio-economic and political forums;

(g) Assist in the national capacity-building activities in the areas of concern to UNICEF;

Programme Funds for the 1990s Goals:

(h) To support experimentation, innovative ideas and pilot scale testing in programme areas of priority concerns;

(i) To support the initial implementation and intensification of activities contributing to the achievement of goals for children and women;

(j) To support the seizing of opportunities for programme acceleration, enabling the countries to accelerate programmes in priority areas;

(k) To support technical cooperation and collaboration at international and intercountry levels considered essential for promoting specific objectives contributing to the achievement of 1990s goals;

(l) To support programme advisory services in priority areas for policy dialogue, programme development and experience exchange, and programme monitoring;

Emergency Programme Fund:

(m) To meet interim emergency needs when no inter-agency appeal has been launched;

(n) To serve as an indispensable cash-flow for initiating actions in complex emergencies pending the receipt of donor contributions;

(o) To finance UNICEF participation in inter-agency assessment missions when the field offices are unable to support the cost;

(p) To support emergency staff and administration;

(q) To enhance UNICEF collaboration with the United Nations Department of Humanitarian Affairs and other inter-agency mechanisms.

B. Proposal for regional funds allocation to Central and Eastern Europe, the Commonwealth of Independent States and the Baltic States

9. As mandated by the Executive Board in its decision 1994/R.2/9, paragraph 3, UNICEF policy for Central and Eastern Europe, the Commonwealth of Independent States and the Baltic States, calls for:

> "... the Executive Director to include in the proposed 1996-1997 administrative and programme support budget, the global funds budgets and country programme proposals, as appropriate, to be discussed in 1995, proposals for regional and country support for these countries."

10. The regional funds for Central and Eastern Europe, the Commonwealth of Independent States and the Baltic States are intended to provide programme and operational support to country programmes in qualifying countries and for social policy analysis, advocacy work and emergency support in other countries of the region. In particular, this translates into the following key tasks:

(a) Based on socio-economic analysis of changes taking place in this region which affect the well-being of women and children, providing assistance and advisory support in regard to social policy and adjustment programmes for countries in transition;

(b) Providing assistance on a cost-effective basis to programme formulation and implementation;

(c) Providing effective support to country operations and strengthening operational management;

(d) Ensuring that the global concerns of UNICEF are reflected in the development policies and programmes in the region;

(e) Articulating, synthesizing and advocating for the major needs and policy issues affecting children and women in the region, particularly on the basis of country-specific situation analyses and experience documented in the region;

(f) Developing collaborative relationships with international and regional and subregional organizations, national Governments and non-governmental organizations (NGOs) for the common pursuit of child- and women-focused objectives in the region;

(g) Promoting operational research on socio-economic trends, priority problems common to the countries within the region, and innovative experience and major initiatives within the region for input into policy and programme formulation at various levels, as well as advocacy;

(h) Supporting monitoring, assessment and evaluation of the impact of UNICEF interventions and progress towards achieving the goals for the 1990s in the region.

Scope of activities

11. A recent socio-economic analysis of the countries in transition within the region indicates the urgent need to respond to a new situation characterized by a breakdown of social services, sharp reductions in income and living standards and a large population falling under the poverty line in a number of countries. Therefore, UNICEF interventions through RFPPE will be threefold:

(a) To focus on safety net improvements, advocacy and implementation of mid-decade and year 2000 goals;

(b) To promote national capacity-building for more thorough follow-up actions related to the Convention on the Rights of the Child and national programmes of action (NPAs);

(c) To provide advisory support and technical expertise on primary health care, children in especially difficult circumstances (CEDC) and socio-economic policy analysis.

Budget for programme activities

12. The following programme activities will be financed from the Regional funds:

		1996	1997	Total
		(In United States dollars)		
(a)	Activities to develop situation analyses and NPAs in three-four countries per year	120 000	120 000	240 000
(b)	Sectoral studies focused on achievement of decade goals, the Convention on the Rights of the Child and sustainability	200 000	200 000	400 000
(c)	Support to activities in the areas of iodine deficiency disorders (IDD), Baby-Friendly Hospital Initiative and epidemics prevention	600 000	600 000	1 200 000

(d)	Support to gender issues	100 000	100 000	200 000
(e)	Support to monitoring of social indicators and expansion of coverage and effectiveness	600 000	600 000	1 200 000
(f)	Support to conferences and meetings on child- and women-related issues	100 000	100 000	200 000
(g)	Support NGO cooperation	150 000	150 000	300 000
(h)	Training activities	300 000	300 000	600 000
(i)	Support for innovation and experimentation, programme acceleration and seizing of opportunities	150 000	154 000	304 000
(j)	Materials and publications	100 000	100 000	200 000
	Total	2 420 000	2 424 000	4 844 000

III. DRAFT RESOLUTIONS

13. The following draft resolutions are submitted to the Executive Board for review and approval at its 1995 annual session:

Resolution 1

General resources programme budget estimates for the biennium 1996-1997

The Executive Board

1. Resolves:

(a) That the general resources programme budget recommendations for the biennium 1996-1997 are approved as follows:

	Headquarters	Field	Total
	(In thousands of United States dollars)		
IFPPE	21 000	-	21 000
Regional funds	-	37 687	37 687
PF90s:			
Health	16 000	20 600	36 600
Nutrition	3 700	2 500	6 200
Water supply and sanitation	1 600	800	2 400
Education	3 700	5 600	9 300
Intersectoral	6 406	33 564	9 970
Total PF90s	31 406	33 064	64 470
Emergency Programme Fund	3 850	26 150	30 000
Total consolidated global funds	56 256	96 901	153 157

(b) That for the biennium 1996-1997, an amount of $153.2 million for the programme budget is approved, giving first priority to activities at the country level and on the understanding that any unused funds will be reallocated to country programme at the earliest opportunity;

(c) That the Executive Director be authorized to administer in the most efficient and effective manner the provisions under each of the funds. The Executive Director may, without further authorization from the Executive Board, transfer, if necessary, into any one of the existing activities or establish new initiatives within each fund an amount not exceeding 10 per cent from each activity;

2. Further resolves that necessary revisions of these budget estimates be submitted for the approval of the Executive Board as necessary in the course of implementation of the management study recommendations, and that these revisions incorporate recommendations for restructuring the presentation of budget estimates and management of global funds arising from the management review and approved by the Executive Board.

Resolution 2

Supplementary-funded programme plan estimates for the biennium 1996-1997 (revised)

The Executive Board

1. Approves:

(a) That the following amounts be raised from supplementary funds for the biennium 1996-1997:

	Headquarters	Field	Total
	(In thousands of United States dollars)		
IFPPE	-	-	-
Regional funds	-	28 000	28 000
PF90s:			
Health	10 500	73 500	84 000
Nutrition	1 500	8 500	10 000
Water supply and sanitation	500	3 500	4 000
Education	1 000	9 000	10 000
Intersectoral	3 000	14 500	17 500
Total PF90s	16 500	109 000	125 500
Emergency Programme Fund	-	-	-
Total consolidated global funds	16 500	137 000	153 500

(b) That for the biennium 1996-1997, a total recommendation of $153.5 million for supplementary funding is approved.

Annex I

INTERREGIONAL FUND FOR PROGRAMME
PREPARATION, PROMOTION AND EVALUATION - CONSOLIDATED:
APPROVED 1994-1995 AND PROPOSED 1996-1997 BUDGETS SHOWING COSTS BY CATEGORY OF ACTIVITIES
(In thousands of United States dollars)

Costs	Approved 1994-1995	Changes a/ Amount	Changes a/ %	Proposed 1996-1997
ACTIVITIES				
STUDIES AND EVALUATION				
Global studies	250	0	0	250
Programme manual	100	0	0	100
Evaluation	3,000	0	0	3,000
Subtotal, Studies and evaluation	3,350	0	0	3,350
SPECIAL PROGRAMME AREAS				
Adjustment/development with a human face	1,491	0	0	1,491
Facts for Life	950	0	0	950
Programme publications	1,300	0	0	1,300
Convention on the Rights of the Child	520	0	0	520
Programme information management	720	0	0	720
History project	200	0	0	200
Subtotal, Special programme areas	5,181	0	0	5,181
COOPERATION WITH OTHER AGENCIES				
Information base and statistics	330	0	0	330
Rehabilitation International	300	0	0	300
ACC/SCN	200	0	0	200
Resource institutions	1,144	0	0	1,144
United Nations inter-agency collaboration	482	0	0	482
Subtotal, Cooperation with other agencies	2,456	0	0	2,456
KNOWLEDGE GENERATION, ETC.				
Urban basic services	900	0	0	900
Programme communication	1,100	0	0	1,100
Programming support	519	0	0	519
Costs and economics	1,224	0	0	1,224
Subtotal, Knowledge generation, etc.	3,743	0	0	3,743
PROGRAMME PROMOTION				
State of the World's Children report	2,560	0	0	2,560
Support to NGOs and IGOs	1,100	0	0	1,100
Public participation (social mobilization and parliamentarians)	2,120	0	0	2,120
Support to National Committees	490	0	0	490
Subtotal, Programme promotion	6,270	0	0	6,270
GRAND TOTAL	21,000	0	0.0	21,000

a/ No net change in the budget proposal. (See annex II for offsetting changes.)

Annex II

INTERREGIONAL FUND FOR PROGRAMME PREPARATION,
PROMOTION AND EVALUATION - CONSOLIDATED:
APPROVED 1994-1995 AND PROPOSED 1996-1997 BUDGETS SHOWING COSTS BY OBJECTS OF EXPENDITURES

(In thousands of United States dollars)

Costs	Approved 1994-1995	Changes a/ Amount	Changes a/ %	Proposed 1996-1997
GENERAL RESOURCES				
Country/regional programme allocations				
Programme acceleration	0	0	0.0	0
Programme innovation and others	0	0	0.0	0
Total, Country/regional programme allocations	0	0	0.0	0
Headquarters:				
Programme inputs				
Material and publications	4,029	(237)	(5.9)	3,792
Training	480	0	0.0	480
Cash assistance	4,790	(262)	(5.5)	4,528
Supply assistance	0	0	0.0	0
Subtotal, Programme inputs	9,299	(499)	(5.4)	8,800
Staff costs				
International Professional	6,396	237	3.7	6,633
Local staff	2,596	262	10.1	2,858
Consultants	1,541	0	0.0	1,541
Subtotal, Staff costs	10,533	499	4.7	11,032
Non-staff costs				
Travel	989	0	0.0	989
Furniture and equipment	54	0	0.0	54
Miscellaneous supplies and services	125	0	0.0	125
Subtotal, Non-staff costs	1,168	0	0.0	1,168
Total, Headquarters	21,000	0	0.0	21,000
TOTAL, GENERAL RESOURCES	21,000	0	0.0	21,000

a/ Mandatory increase attributable to anticipated increases in annual wage increments an salary revisions will be offset by anticipated reductions in the non-staff costs through

Annex III

PROGRAMME FUNDS FOR THE 1990s GOALS - CONSOLIDATED:
APPROVED 1994-1995 AND PROPOSED 1996-1997 BUDGETS SHOWING COSTS BY CATEGORY OF ACTIVITIES

(In thousands of United States dollars)

PF90s	Approved 1994-1995		Proposed 1996-1997	
	Headquarters	Field	Headquarters a/	Field a/
GENERAL RESOURCES				
Health				
MRR	5,662	14,338	5,500	14,000
Bamako Initiative	3,950	2,050	3,200	2,000
AIDS	3,700	2,300	3,000	2,200
CVI	4,900	1,100	3,200	800
Dracunculiasis eradication	1,300	1,700	1,100	1,600
Subtotal, Health	19,512	21,488	16,000	20,600
Nutrition				
Nutrition	1,538	1,162	1,200	1,000
Breast-feeding	855	1,145	800	1,200
Micronutrients/IDD	1,762	238	1,700	300
Subtotal, Nutrition	4,155	2,545	3,700	2,500
Water	1,873	627	1,600	800
Education	4,000	6,000	3,700	5,600
Women	1,401	1,099	1,400	1,000
CEDC	929	271	1,000	270
Child monitoring	2,119	881	2,600	700
Environment	1,175	1,325	1,000	1,200
Global communication	406	394	406	394
Total, General resources	35,570	34,630	31,406	33,064
SUPPLEMENTARY FUNDS				
Health				
MRR	0	50,000	2,000	48,000
Bamako Initiative	2,360	20,970	2,000	8,000
AIDS	2,463	22,537	2,000	8,000
CVI	9,500	500	4,000	6,000
Dracunculiasis eradication	600	7,400	500	3,500
Subtotal, Health	14,923	101,407	10,500	73,500
Nutrition				
Nutrition	425	2,575	500	2,500
Breast-feeding	0	0	500	1,500
Micronutrients/IDD	500	1,500	500	4,500
Subtotal, Nutrition	925	4,075	1,500	8,500
Water	0	5,000	500	3,500
Education	0	6,000	1,000	9,000
Women	0	3,000	500	2,500
CEDC	981	4,019	1,000	3,000
Child monitoring	350	2,650	500	2,500
Environment	0	6,000	500	4,500
Global communication	50	1,650	500	2,000
Total, Supplementary funds	17,229	133,801	16,500	109,000
GRAND TOTAL, GR+SF	52,799	168,431	47,906	142,064

a/ Mandatory increase attributable to anticipated increases in annual wage increments and salary revisions. (See annex IV.)

ANNEX IV

PROGRAMME FUNDS FOR THE 1990s GOALS - CONSOLIDATED:
APPROVED 1994-1995 AND PROPOSED 1996-1997 BUDGET SHOWING COSTS BY OBJECTS OF EXPENDITURES

(In thousands of United States dollars)

Costs	Approved 1994-1995	Changes		Proposed 1996-1997
		Amount	%	
GENERAL RESOURCES				
Country/regional programme allocations				
Programme acceleration	13,000	(783)	(6.0)	12,217
Programme innovation and others	21,630	(783)	(3.6)	20,847
Total, Country/regional programme allocations	34,630	(1,566)	(4.5)	33,064
Headquarters:				
Programme inputs				
Material and publications	3,363	(1,592)	(47.3)	1,771
Training	2,730	(830)	(30.4)	1,900
Cash assistance	10,329	(1,675)	(16.2)	8,654
Supply assistance	300	0	0.0	300
Subtotal, Programme inputs	16,722	(4,097)	(24.5)	12,625
Staff costs				
International Professional	10,616	393*	3.7	11,009
Local staff	2,790	282*	10.1	3,072
Consultants	3,245	(245)	(7.6)	3,000
Subtotal, Staff costs	16,651	430	2.6	17,081
Non-staff costs				
Travel	1,670	(370)	(22.2)	1,300
Furniture and equipment	245	(45)	(18.4)	200
Miscellaneous supplies and services	282	(82)	(29.1)	200
Subtotal, Non-staff costs	2,197	(497)	(22.6)	1,700
Total, Headquarters	35,570	(4,164)	(11.7)	31,406
TOTAL, GENERAL RESOURCES	70,200	(5,730)	(8.2)	64,470
SUPPLEMENTARY FUNDS				
Country/regional programme allocations				
Programme acceleration	72,000	(13,500)	(18.8)	58,500
Programme innovation and others	61,801	(11,301)	(18.3)	50,500
Total, Country/regional programme allocations	133,801	(24,801)	(18.5)	109,000
Headquarters:				
Programme inputs				
Material and publications	1,550	(50)	(3.2)	1,500
Training	800	(50)	(6.3)	750
Cash assistance	10,320	(402)	(3.9)	9,918
Supply assistance	450	(50)	(11.1)	400
Subtotal, Programme inputs	13,120	(552)	(4.2)	12,568
Staff costs				
International Professional	1,792	67*	3.7	1,859
Local staff	345	28*	8.1	373
Consultants	1,622	(222)	(13.7)	1,400
Subtotal, Staff costs	3,759	(127)	(3.4)	3,632
Non-staff costs				
Travel	250	(50)	(20.0)	200
Furniture and equipment	80	0	0.0	80
Miscellaneous supplies and services	20	0	0.0	20
Subtotal, Non-staff costs	350	(50)	(14.3)	300
Total, Headquarters	17,229	(602)	(4.2)	16,500
TOTAL, SUPPLEMENTARY FUNDS	151,030	(25,530)	(16.9)	125,500
GRAND TOTAL, COSTS	221,230	(31,260)	(14.1)	189,970

* Mandatory increase attributable to anticipated increase in annual wage increments and salary revisions will be offset by budgetary reductions in non-staff costs.

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Annex V

REGIONAL FUNDS FOR PROGRAMME PREPARATION, PROMOTION AND EVALUATION - CONSOLIDATED APPROVED 1994-1995 AND PROPOSED 1996-1997 BUDGETS BY REGIONAL OFFICES

(In thousands of United States dollars)

Regional funds	Approved 1994-1995	Changes		Proposed 1996-1997
		Amount	%	
GENERAL RESOURCES				
ESARO - RFPPE	4,916	0	0.0	4,916
WCARO - RFPPE	4,745	0	0.0	4,745
Americas - RFPPE	4,081	0	0.0	4,081
Americas - SAFLAC	7,000	(1,000)	(14.3)	6,000
Americas - Women's programme	546	(546)	(100.0)	0
Americas - CEDC programme	1,000	(1,000)	(100.0)	0
EAPRO - RFPPE	4,144	0	0.0	4,144
ROSA - RFPPE	2,840	0	0.0	2,840
MENA - RFPPE	3,117	0	0.0	3,117
CEE/CIS - RFPPE	0	4,844	100.0	4,844
High-income - RFPPE	3,000	0	0.0	3,000
Total, General resources	35,389	2,298	6.5	37,687
SUPPLEMENTARY FUNDS				
ESARO - RFPPE	0	2,000	100.0	2,000
ESARO - NCB	6,000	(6,000)	(100.0)	0
WCARO	0	2,000	100.0	2,000
Americas - RFPPE	0	2,000	100.0	2,000
Americas - SAFLAC	7,000	(3,000)	(43.0)	4,000
EAPRO - RFPPE	0	2,000	100.0	2,000
ROSA - RFPPE	0	2,000	100.0	2,000
MENA - RFPPE	0	2,000	100.0	2,000
CEE/CIS - RFPPE	0	2,000	100.0	2,000
CEE/CIS regional programmes	0	10,000	100.0	10,000
Total, Supplementary funds	13,000	15,000	115.4	28,000
GRAND TOTAL	48,389	17,298	35.7	65,687

ANNEX VI

EMERGENCY PROGRAMME FUND:
APPROVED 1994-1995, REVISED 1994-1995 AND PROPOSED 1996-1997 BUDGETS SHOWING COSTS BY OBJECTS OF EXPENDITURES

(In thousands of United States dollars)

Costs	Approved a/ 1994-1995	Approved/ revised b/	Changes (proposed vs. revised) 1996-1997		Proposed 1996-1997
			Amount	%	
GENERAL RESOURCES					
Country/regional programme allocations	11,911	26,150	0.0	0.0	26,150
Headquarters:					
Programme inputs					
Material and publications	0	70	(7.0)	(10.0)	63
Training	200	277	(77.0)	(27.8)	200
Cash assistance	0	530	0.0	0.0	530
Supply assistance	0	0	0.0	0.0	0
Subtotal, Programme inputs	200	877	(84.0)	(9.6)	793
Staff costs					
International Professional	1,159	1,477	58.0	3.9	1,535
Local staff	190	644	26.0	4.0	670
Consultants	250	594	(5.0)	(0.8)	589
Subtotal, Staff costs	1,599	2,715	79.0	2.9	2,794
Non-staff costs					
Travel	230	173	7.0	4.0	180
Furniture and equipment	50	70	(1.0)	(1.4)	69
Miscellaneous supplies and services	10	15	(1.0)	(6.7)	14
Subtotal, Non-staff costs	290	258	5.0	1.9	263
Total, Headquarters	2,089	3,850	0.0	0.0	3,850
TOTAL, GENERAL RESOURCES	14,000	30,000	0.0	0.0	30,000

a/ Originally approved by the Executive Board at its 1993 regular session.

b/ Breakdown of revised costs on the basis of the new ceiling approved at the first regular session of 1994 of the Executive Board (E/ICEF/1994/13, decision 1994/R.1/7).

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FOR INFORMATION

MANAGEMENT REVIEW: ISSUES CONCERNING THE UNICEF MISSION

SUMMARY

Although the UNICEF mandate has undergone important modifications since the founding of the organization in 1946, the Executive Board has maintained a solid consensus concerning most aspects of that mandate. In some areas, however, Executive Board guidance on the mandate may need to be updated in light of changing national and global environments, and the expectations of UNICEF partners and allies, as well as of the general public. The present report is an effort to present those issues in a way that might facilitate their consideration by the Executive Board, UNICEF staff and the organization's partners and allies, with a view to the preparation of a mission statement that will guide UNICEF work into the next century.

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* E/ICEF/1995/13.

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INTRODUCTION

1. In its decision 1995/12 (E/ICEF/1995/9 (Part I)), the Executive Board decided to consider the question of the UNICEF mission, including emergencies, at its 1995 annual session. At the request of the Bureau of the Executive Board, the present document has been prepared to facilitate discussion of the topic by the Board as well as among UNICEF staff, partners and allies. The UNICEF secretariat is convinced that a broad discussion of the UNICEF mission at the present time is important, and senior management is particularly concerned that staff at all levels, both at headquarters and in the field, participate fully in such a discussion. The new UNICEF Executive Director will, no doubt, also wish to contribute to the discussion.

2. With any organization that is alive and growing, questions arise concerning the boundaries of its activities under changing circumstances. For a large, global organization such as UNICEF, the absence of such questioning at the end of the twentieth century would be more cause for alarm than the reverse. The following is an attempt to present, for members of the Executive Board, partners, allies and staff, some of the main issues around which such a discussion is likely to focus. This is not intended to predetermine the manner in which any of those issues is discussed, but rather to stimulate a healthy debate, including debate about the way the issues should be framed.

3. A brief historical perspective on the UNICEF mandate is provided in chapter I, followed by a summary of those aspects of the mission on which there appears to be broad consensus in chapter II. Finally, chapters III and IV sketch some issues on which the UNICEF secretariat would welcome wide discussion.

I. SOME HISTORICAL PARAMETERS

4. UNICEF came into being in December of 1946 as the United Nations International Children's Emergency Fund (General Assembly resolution 57 (I), 11 December 1946). During the first several years of its existence, its resources were devoted largely to meeting the emergency needs of children in war-torn industrialized countries, mostly in eastern and western Europe and Japan, for food and clothing. By 1950, UNICEF had shifted its main emphasis to programmes of long-term benefit to children of developing countries, although it never lost its emergency mandate. In October 1953, the General Assembly decided to continue UNICEF indefinitely, dropping the words "International" and "Emergency" from the name but retaining the acronym UNICEF, which had already become well known (General Assembly resolution 802 (VIII), 6 October 1953). During the following decades, UNICEF cooperation evolved from relatively isolated projects to a country programme approach based on a thorough situation analysis and the concerned Government's own priorities and policies for children. From the outset, voluntary contributions were the source of the organization's funding. UNICEF has been unique among United Nations agencies in having a wide base of support among the public, largely through the work of National Committees for UNICEF. Over the years, UNICEF has consistently derived some one quarter of its income from non-governmental sources (E/ICEF/608/Add.9).

5. The UNICEF mandate evolved over the years, largely from practical experience. As knowledge of the dimensions of the world-wide situation of children grew, greater emphasis was placed on support to countries in the areas of policy and planning for children in national development. The basic services strategy and the development of work at subnational levels, including urban basic services, were features of the 1970s. The concept of primary health care was one very successful application of the basic services strategy. The success of the International Year of the Child (IYC) in 1979 led to a further broadening of the scope of concerns of UNICEF, which was designated by the General Assembly

as the lead agency for the development aspects of follow-up to IYC (resolution 34/4, 18 October 1979; resolution 36/197, 17 December 1981; and resolution 37/231, 20 December 1982). In the 1980s, the child survival and development revolution gave focus to UNICEF activities in support of practical, cost-effective measures with a provable impact on children. The recognition by UNICEF that the concerns of children needed to be incorporated within the mainstream of economic policy-making became embodied in its work and advocacy for "adjustment with a human face". Also during that period, international consensus was building towards the preparation of the Convention on the Rights of the Child.

6. With the adoption of the Convention on the Rights of the Child by the General Assembly in 1989 (resolution 44/25, 20 November 1989) and the convening in 1990 of the World Summit for Children, new implications were created for the UNICEF mandate and mission. UNICEF was assigned tasks related to follow-up of the World Summit while, for the first time in any international treaty, the organization was named as having special responsibilities in fostering the effective implementation of the Convention nationally and internationally. Not all of the implications of those momentous developments for the UNICEF mission have been made fully explicit, and the current effort to produce a mission statement provides the occasion to examine these more in depth.

II. AREAS OF GENERAL CONSENSUS

7. Aspects of the UNICEF mission on which there appears to be broad consensus are summarized below.

A fund for children

8. At the risk of belabouring the obvious, the fact that the UNICEF mission is one directed at the well-being of children is fundamental. Working for the most vulnerable members of society - those who are also the future of humanity - has won UNICEF a privileged place among noble causes competing for public attention and support. Because children are non-controversial, UNICEF is seen as non-political and appealing to all.

9. It is also worth pointing out that the organization is a fund. It depends, and has always depended, on voluntary contributions, and its mission includes fund-raising as well as programme support. Although it has worked closely with non-governmental organizations (NGOs) from its early days, UNICEF has always used its resources mainly for support of programmes in which the organization is directly involved, not as a fund to which others apply for support. This, in turn, implies that the organization is accountable to its donors for the use that is made of their contributions.

The definition of children

10. Although there has been some fluctuation in emphasis over the years as to the age-group included within the UNICEF mandate, which originally encompassed "children and adolescents" (General Assembly resolution 57 (I)), it would seem that international consensus has now been reached around the definition contained in the Convention on the Rights of the Child, which defines a child as "... every human being below the age of eighteen years unless, under the law applicable to the child, majority is attained earlier" (article 1).

The whole child

11. If the focus of UNICEF support in its origins was mainly on the physical needs of children, it was recognized quite early in the organization's history that this support must be extended to the "whole child" (General Assembly

resolution 2057 (XX), 16 December 1965), covering all aspects of the child's physical, mental and social development.

Non-discrimination

12. The directive of the General Assembly in its 1946 resolution founding UNICEF (57 (I)), that UNICEF assistance should be provided to all children "... on the basis of need, without discrimination because of race, creed, nationality status or political belief" (para. 2 (b) (ii)), has been a guiding principle for UNICEF over the years in many difficult situations. In light of subsequent Board discussions, current policy also includes the principle of non-discrimination on the basis of gender.

Gender equality and the girl child

13. There is abundant consensus that UNICEF should pursue its mission in the future with greater awareness of, sensitivity to and support for the gender dimensions of that mission. The Executive Board has stressed the themes of gender equality and gender-sensitive development (E/ICEF/1994/13, decision 1994/A/4). As a development agency in the social sector, UNICEF, like all other United Nations agencies, is mandated to promote equality. The Nairobi Forward-looking Strategies for the Advancement of Women (General Assembly resolution 40/108, 13 December 1985) oblige the organization to ensure gender equality. Such a focus also involves greater attention to the role of men and fathers within the family and society.

14. There is also general agreement concerning the priority attention that should be given to the girl child (including adolescent girls up to 18 years of age) in the many circumstances in which girls are objects of discrimination and/or have been historically disadvantaged (E/ICEF/1990/13, decision 1990/17).

The country approach

15. The UNICEF mode of cooperation evolved over its first 25 years from one directed at specific projects in discrete sectors to one in which Governments and UNICEF agree jointly on a programme of cooperation rooted firmly in a thorough review of the situation of children in the country and national goals, policies, priorities and plans for dealing with that situation, including, since 1990, the national programme of action (NPA) for achieving the goals of the World Summit for Children. The Executive Board has repeatedly reaffirmed this approach as basic to UNICEF cooperation.

Priority for the most disadvantaged

16. The principle has evolved over the years and has been reiterated so frequently by the Executive Board that there is little, if any, disagreement that a priority call on UNICEF resources belongs to the most disadvantaged countries, especially the least developed countries (LDCs) (the majority of which are currently in Africa), disadvantaged groups within countries and disadvantaged persons within households, often women and girl children. Analogously, while including all children and adolescents in the scope of its activities, UNICEF has given priority to the young child (E/ICEF/633).

Child survival, development and protection

17. Three aspects of child well-being have come to categorize UNICEF work and priorities - survival, development and protection. Where the very lives of a large proportion of children are threatened, child survival has had a priority call on UNICEF resources. As child mortality rates are lowered, development and protection assume a correspondingly larger place in UNICEF cooperation.

Basic services for children

18. Although additional areas of cooperation have been included in the UNICEF mission over the years, and the balance among various approaches in different country situations has changed from time to time, there has been firm and consistent backing from the Executive Board for UNICEF support to countries for the delivery of basic services for children in the core areas of health, education, nutrition, clean water supplies and environmental sanitation, and child protection. The inclusion of these areas as matters of right in the Convention on the Rights of the Child has strengthened even further the rationale for their centrality in the UNICEF mission. Areas of child protection have expanded over the years to include street children and children who are disabled, in armed conflict, affected by natural disasters, in exploitative work situations, abused and neglected, refugees, orphans and victims of sexual abuse (E/ICEF/661; E/ICEF/1986/12, decision 1986/12; and E/ICEF/1990/13, decision 1990/6). The area of children and the environment was added at the beginning of the 1990s (E/ICEF/1989/12, decision 1989/18; E/ICEF/1990/13, decision 1990/2; E/ICEF/1992/14, decision 1992/31; and E/ICEF/1993/14, decision 1993/14).

Children in emergencies

19. Although the word "emergency" was removed from the organization's name in 1953, the organization has virtually always been involved in emergencies of some kind. This stems essentially from the extensive UNICEF field presence and the fact that emergencies, whether due to natural or human causes, tend to affect the most vulnerable portion of the population, especially children and women. When a major emergency affecting children occurs, it is practically unthinkable that UNICEF would not respond. Children in armed conflict, children who are victims of natural disasters and refugee children are explicitly included in the category of "children in especially difficult circumstances", which the Board has endorsed for UNICEF programme support (E/ICEF/1986/12, decision 1986/12; and E/ICEF/1990/13, decision 1990/6). The Executive Board also has supported the UNICEF pursuit of the concept of "children as a zone of peace". Through experience in conflict situations over the years UNICEF has acquired a unique and special role as a neutral advocate and mediator for children, for the special rights of children to be protected during conflict and for the right to serve children and women on all sides of the struggle. Issues concerning the nature and extent of the organization's involvement in emergencies are discussed in paragraphs 39-40 below.

Capacity-building

20. Always a part of the UNICEF mandate, support for building and strengthening national, subnational and local capacities in areas that benefit children has received growing emphasis over the years. The work of UNICEF is aimed at helping people to help themselves, not at perpetuating dependency on external support. Collaboration with NGOs also has a strong capacity-building emphasis, where required. The 1992 multi-donor evaluation of UNICEF indicated that it could receive even greater emphasis (E/ICEF/1993/CRP.7).

Empowerment

21. The empowerment of children and women has long been an implicit part of the UNICEF mission, but the meaning and scope of this concept have been more recently defined by the Executive Board as empowerment "through development of knowledge and skills, the promotion of target group organization and participation in decision-making and the strengthening of cooperation within civil society" (E/ICEF/1994/13, decision 1994/A/8, para. 2 (c)). The empowerment of girls and women was given particular emphasis at the 1994 annual session of the Executive Board. Empowerment of communities, always a part of

the basic services strategy, has taken on new importance in the Bamako and related initiatives. Paragraphs 41 and following discuss some new challenges in the area of empowerment.

Sustainability

22. Ensuring the sustainability of what is achieved through UNICEF cooperation has been implicit in the UNICEF mandate from the beginning. This aspect of the organization's mandate has been made more explicit and has been given increasing emphasis by the Executive Board and the UNICEF secretariat in recent years (e.g., E/ICEF/1987/11, decision 1987/17; E/ICEF/1989/12, decision 1989/5; E/ICEF/1990/13, decision 1990/2; and E/ICEF/1993/14, decision 1993/7).

Advocacy and social mobilization

23. The UNICEF advocacy function stems largely from public expectations that it serve as the world's "conscience" regarding the young in both developing and industrialized countries. The near universal ratification of the Convention on the Rights of the Child has given that advocacy role a clearer ethical basis and a greater urgency. In developing countries, advocacy and social mobilization have been an increasing part of the country programme. Especially since the World Summit for Children and the development of NPAs for children, the UNICEF programme of cooperation has served more and more to help mobilize the resources of many partners and allies within the country towards the achievement of national goals for children.

24. In the industrialized countries, the General Assembly has "welcom[ed] the efforts of the Fund to bring the needs of children and adolescents in developing countries to world-wide attention ..." (resolution 2855 (XXVI), 20 December 1971). The Executive Board has recognized UNICEF efforts "to mobilize public and private concerns for the well-being of children of the developing world, whether or not such support was connected to UNICEF ..." (E/ICEF/1984/12, para. 119). In publications such as The Progress of Nations, UNICEF advocacy has extended to the well-being of children in industrialized countries as well.

Knowledge about children

25. UNICEF has gradually developed into a repository of information on the world's children. This has occurred not only globally, through such publications as The State of the World's Children, but also nationally, through the support UNICEF offers for national information and information systems in areas that affect children through the analyses and special studies on children, women and the family it undertakes and sponsors. UNICEF country offices function more and more as knowledge-centres on children.

An operational, field-oriented organization

26. While UNICEF deals increasingly in knowledge about children, its raison d'être is action to produce positive change for children. Technical expertise, information and research are all made use of, but for their practical impact in the field. Consistent with this, the bulk of UNICEF staff members are located in field offices and responsibilities are decentralized. In larger countries, staff are located in zone offices as well as in the capital cities, and UNICEF has worked, with Executive Board approval, to strengthen institutions and services benefiting children at intermediate and local levels.

Focus and selectivity

27. While the global scope of UNICEF concerns includes a large age-group, all aspects of child well-being and a broad range of problems, its activities in any

given country are necessarily selective. Country programmes, while based on a comprehensive review of the situation of children, commit UNICEF to support a limited, strategic set of activities that are chosen - according to the UNICEF comparative advantage and complementarity with the actions of others - for their catalytic and advocacy effect, as well as for their direct impact on a specific number of beneficiaries.

Inter-agency cooperation

28. From the very beginning, UNICEF has been a part of the United Nations system, working in close cooperation with its sister agencies, each according to its mandate and comparative advantage, and often taking the initiative and leadership to strengthen effective collaboration. Because of its multisectoral concerns, UNICEF has an important stake in the success of inter-agency cooperation, not only to make the entire United Nations system work for the benefit of children, but also to assure that progress for children contributes to the overall United Nations development effort. None of the Executive Board-approved goals for children and development in the 1990s can be achieved by UNICEF alone. Similarly, achievement of the goals and objectives of recent United Nations conferences on the environment, population, social development and women require that the system's goals for children also be reached. In recent years, UNICEF has played a leading role within the United Nations system in defining the basis for more effective collaboration, without blurring the mandates, effectiveness, accountability and comparative advantage of the different agencies. More recently, the resident coordinator system and the directives of General Assembly resolution 47/199 of 22 December 1992 have given greater emphasis and specificity to inter-agency cooperation.

III. ISSUES MERITING BROAD DISCUSSION

29. Without prejudice to further considerations on any of the above topics, or other aspects of the UNICEF mission not mentioned in the present report, the UNICEF secretariat considers that the issues presented below could benefit from further discussion.

The Convention on the Rights of the Child

30. There is no doubt that the original UNICEF mandate was to provide assistance to children "on the basis of need" (General Assembly resolution 57 (I)). With the General Assembly's adoption in 1989 of the Convention on the Rights of the Child and the subsequent ratification of the Convention by nearly all countries of the world, a change is occurring in the basic ethic of development work for children. The Convention recognizes child survival, development and protection as more than just needs. They are inalienable rights as well. The recognition of these rights is having a profound effect on the way that many who work for the welfare of children, including UNICEF staff, perceive their mission.

31. The changing perception of the UNICEF mission is closely related to the call of the 1992 multi-donor evaluation for UNICEF to play a greater role as a "critical partner" of Governments, with the obligation to monitor and address non-compliance with the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination Against Women (E/ICEF/1993/CRP.7). It is clear that the primary responsibility for monitoring implementation of the Convention on the Rights of the Child within the United Nations system is that of the United Nations Centre on Human Rights and the Committee on the Rights of the Child. UNICEF may be invited by the Committee to provide expert advice and to submit reports on the implementation of the Convention, in accordance with article 45 of that document. Most recently, the General Assembly requested the Committee on the Rights of the Child "... to

invite the Fund, in collaboration with the Centre for Human Rights of the Secretariat, to submit reports on specific issues related to, inter alia, the exploitation and abuse of children ..." (resolution 49/211, 23 December 1994). The Executive Board has directed UNICEF to play certain specific roles regarding implementation of the Convention, including data-gathering, reviews of legislation, studies, capacity-building and education on child rights among children, youth and influential groups (E/ICEF/1991/15, decision 1991/9).

32. All of the developments outlined above have led to a heightened awareness of child rights issues among UNICEF staff and the partners and allies around the world with whom they work. A number of developing country Governments and NGOs have welcomed UNICEF support for their efforts to implement the Convention on the Rights of the Child and to monitor the success of those efforts. Others are concerned that the publicized denunciation of violations of children's rights (as opposed to behind-the-scenes advocacy) may compromise the historic neutrality that has enabled UNICEF to assist children in some very difficult circumstances. In clarifying its role in child rights advocacy, UNICEF must respond both to growing public expectations that it serve as the "world's conscience" on all matters relating to children, and to the need to work constructively with Governments to improve the situation of children. This seems to argue in favour of flexibility and balance rather than a rigid formula for responding to abuses of children's rights.

Women in the mandate of UNICEF

33. While there is little, if any, debate around the themes of gender equality and priority for the girl child, the issue that could benefit from further clarification concerns adult women as direct objects of UNICEF programme support, beyond their relationship to children.

34. Because of its focus on children, UNICEF has been perceived in the past, and is still so perceived in some quarters, as being concerned with women exclusively in their role as mothers, to the detriment of other roles of women in society. The Executive Board has specifically addressed the issue, agreeing in 1980 that UNICEF "should advocate a broad perception of women in society and in the development process, taking the view that women were not limited to motherhood or domestic roles but should be seen in the totality of women's roles - as mothers and wives, as economic providers, as citizens and leaders at all levels, and as individuals in their own right" (E/ICEF/673, para. 149 (a)), and reaffirming in 1985 "its commitment to strengthen support actions that would yield direct social, health and economic benefits to women living in poverty, for their own well-being and in recognition of the fact that improvement of women's conditions was a necessary prerequisite for social development and for the improvement of the health and well-being of children" (E/ICEF/1985/12, para. 92 (a)). These Board-approved policies have led to UNICEF support for many programmes of direct benefit to women as women, not solely as mothers, although some, including the 1992 multi-donor evaluation of UNICEF, contend that UNICEF continues to focus too exclusively on women in their reproductive role as mothers.

35. The well-being of children - especially that of girls - is intimately related to that of women, and women's well-being cannot and should not be narrowly compartmentalized into exclusively reproductive functions. It is recognized more clearly today than ever before that societies, and their children, will not advance unless women are helped to advance. It is, however, true that UNICEF is the United Nations Children's Fund, not the United Nations Children's and Women's Fund. There are other United Nations entities whose mandates are specifically targeted at women. The direct appeal of UNICEF to its donors is fundamentally in the name of children. The focus on children has given UNICEF its identity and clarity of purpose. A new statement of the UNICEF mission will have to take these points into account.

The role of UNICEF in industrialized countries

36. Although the first beneficiaries of UNICEF support were mainly children in industrialized countries recovering from the Second World War, it is the developing countries that have been the recipients of the organization's assistance since the decade of the 1950s, with the industrialized countries as the principal donors. However, when some countries that had been donors entered into difficulties at the end of the 1980s, the Executive Board, in its decision 1990/5 (E/ICEF/1990/13), while reconfirming the UNICEF commitment to concentrate its financial support in developing countries, authorized a "special effort of transitional support" for them. Although the level of support for countries in transition has been small, it appears that the selection of those countries that are to receive direct financial support from UNICEF depends essentially on the principle of priority for the most disadvantaged discussed in paragraph 16 above.

37. In the area of advocacy, however, UNICEF has never been limited to developing countries. Its advocacy efforts in industrialized countries have been not only on behalf of children in developing countries, but also, as expressed in the report of the 1984 Executive Board, "to increase understanding of the needs of children everywhere" (E/ICEF/1984/12, para. 119). On occasion, UNICEF advocacy has encompassed programme approaches and policy analyses that are applicable in both industrialized and developing countries. The spread of modern means of transportation and the globalization of the economy have given rise to new problems that can be addressed only globally. Problems such as sex-trafficking, child labour, the AIDS (acquired immune deficiency syndrome) epidemic and the decline of breast-feeding call for solutions that transcend the divisions that separate developing from developed countries.

38. Industrialized countries participated in the 1990 World Summit for Children and signed the same Declaration and Plan of Action as did developing countries. The Plan of Action requested UNICEF, as the world's lead agency for children, to prepare a consolidated analysis of the plans and actions undertaken by individual countries and the international community in support of the child-related development goals for the 1990s (para. 35 (v)). These plans and actions include those of the industrialized countries. UNICEF reports such as The State of the World's Children and The Progress of Nations regularly include information on the situation of children in all countries. Industrialized countries have also almost universally ratified the Convention on the Rights of the Child. Given those developments, the definition of the UNICEF mission with respect to the Convention on the Rights of the Child must also seek to clarify its role with regard follow-up to the World Summit for Children and implementation of the Convention in industrialized countries.

Emergencies

39. Although the inclusion of emergencies within the UNICEF mandate has never been in question, over the years, the nature and extent of the UNICEF emergency response have been the subject of repeated discussion at the UNICEF Executive Board. Between the early 1950s and the beginning of the 1990s, however, the proportion of UNICEF resources devoted to emergencies was usually well below 10 per cent (except for a rise to 20 per cent in 1980, at the time of the Cambodia emergency). The growing number of complex emergencies and the increased proportion of funds devoted to them in the 1990s have heightened concern over the issue, even though such increases have been funded almost entirely from supplementary funds, mostly without any decline in UNICEF support for non-emergency programmes. As a proportion of total expenditure, emergency expenditure rose from an average of under 10 per cent between 1982 and 1990 to 27 per cent in 1993 and 1994. The Executive Board has expressed its wish to discuss the policy and strategy implications of this trend, especially in light of the observations of the current management review.

40. All of the elements of the overall UNICEF mandate help to specify its role in emergencies as well. For example, the UNICEF focus is on children, in emergencies as well as in longer-term development. Its concern is for the "whole child", a concern that brings an integrative approach to emergency interventions and to partnerships with sector-specific relief and service delivery agencies. Its priorities are towards the most disadvantaged and vulnerable, towards the girl child, and so on. Similarly, the areas for further discussion concerning the overall UNICEF mandate affect its mandate in emergencies as well, especially the area of child rights. For example, international humanitarian law has long established the right of humanitarian intervention in civil conflict. However, only in recent years has there been increasing international consensus on the limits to sovereignty in contexts of human rights abuses. Already clearly mandated with responsibilities towards children in armed conflict, UNICEF is increasingly called upon to assert the rights of children in conflict situations.

41. The UNICEF secretariat welcomes the views of the Executive Board on these and other aspects of the organization's mission in emergencies.

The changing environment

42. Most of the present document has been written from the perspective of precedents and guidelines established in the past, but the Executive Board will also wish to adopt a forward-looking perspective on the mission. The environment in which the organization operates is undergoing profound transformations, and the UNICEF understanding of its mission must be attuned to, and even anticipate, these changes.

43. Among such changes are democratization, privatization of certain services, decentralization to subnational bodies and community responsibility, including payment for services. These changes are occurring virtually everywhere, but their impact is most serious in LDCs, particularly in Africa; and they are virtually being forced on countries in many instances. If nations wish to improve the well-being of their children, they must take these changes into account.

44. The ministries with which UNICEF is cooperating are either functioning under reduced budgets in real terms, or are not receiving the means to extend services to national coverage or to provide for population growth (in LDCs in Africa, health services cover on average one half of the population). In some instances, responsibility is being devolved upon provincial and municipal authorities without the corresponding resources, and privatization is being relied upon with insufficient concern for those who cannot afford the costs of private services.

45. All of this gives greater importance to civil society, as well as to community responsibility. The latter has a much wider meaning than "participation" by furnishing labour and local materials. It means that the community has a say in the choice and design of interventions, in their implementation and administration, and in their monitoring and evaluation. The community has to contribute to operating expenses through user charges and community levies, hence the importance of the community's priorities about to what it is ready to contribute. Other institutions in civil society, not only NGOs, but consumer groups, professional associations and the private sector, are likely to be even more important partners in development for children than in the past. The central ministries and subnational authorities with which UNICEF works must be assisted to adapt to working with this new set of partners, where they are not already doing so.

46. These and other profound changes are taking place in many countries. UNICEF is adapting to them in many cases, but their implications for the overall UNICEF mission call for more reflection and discussion.

IV. THE NATURE OF A MISSION STATEMENT

47. In addition to its content, the Board may wish to discuss the very nature of a mission statement and indicate just what it expects to see as the outcome of the current exercise. If the mission statement is to include lengthy considerations of policy and strategy on each major aspect of the UNICEF work, the resulting document will be very lengthy. A mission statement is generally understood to be a short, non-technical presentation of what the organization does, why it does what it does and what it hopes to achieve. A mission statement is usually intended to express the values of the organization. It is something with which everyone associated with the organization can identify - from the Executive Board to senior management to support staff to partners and allies, to donors and the general public.

48. This is somewhat different from a statement of the organization's mandate which, in the case of an entity such as UNICEF, is the outgrowth of history and many intricate high-level discussions, generally employing diplomatic phrasing and the language of compromise. It is intended to give direction and set boundaries rather than to inspire.

49. The Board may also wish to consider the time-frame that the mission statement should cover. The mission of a dynamic organization in a rapidly changing world will probably continue to evolve. Thus, some indication of the span of years that the mission statement is intended to cover might help to give it greater focus and immediacy. It will be a considerable challenge to produce a mission statement that is forward-looking and flexible enough to withstand the test of time, without being so general as to defeat the purpose of providing guidance and common direction.

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FOR ACTION

UNICEF MANAGEMENT REVIEW, GLOBAL FUNDS PROGRAMME BUDGET AND ADMINISTRATIVE AND PROGRAMME SUPPORT BASELINE BUDGET FOR THE BIENNIUM 1996-1997

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions (ACABQ) had an initial exchange of views with representatives of UNICEF on 23 March 1995 (before the appointment of the new Executive Director), on the following documentation:

(a) Strengthening management in UNICEF (E/ICEF/1995/AB/L.4);

(b) Global funds programme budget recommendations for the biennium 1996-1997 (E/ICEF/1995/AB/L.10);

(c) Administrative and programme support budget: baseline budget estimates for the biennium 1996-1997 (E/ICEF/1995/AB/L.5).

The Advisory Committee's comments, in the present report, are preliminary. They are being made in light of the Executive Board decisions 1995/7 (E/ICEF/1995/9 (Part I)), adopted at the first regular session of 1995, and 1995/12 (E/ICEF/1995/9 (Part II)), adopted at the second regular session of 1995. The Committee expects that, on the basis of the work to be carried out as outlined in E/ICEF/1995/AB/L.4, conclusions and recommendations will be reached and subsequently submitted to the Executive Board through the Advisory Committee. The Committee intends to revert to these issues and to examine the UNICEF proposals in depth once they are formulated and presented to the Executive Board. In the meantime, the Committee expects that maintenance budgets for the global funds programmes and for administrative and programme support will be implemented with caution; the Committee believes that any new initiatives should await consideration by the Committee and the Executive Board in the context of further budget proposals, which are to be submitted after action has been taken on the management study proposals.

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* E/ICEF/1995/13/Rev.1. As advised by the Executive Board at the pre-session information meeting held on 11 May 1995, consideration of items 7 and 8 is deferred to the third regular session of 1995.

I. STRENGTHENING MANAGEMENT IN UNICEF

2. The Advisory Committee notes that the report on the UNICEF management review (E/ICEF/1995/AB/L.4) was prepared in response to Executive Board decision 1995/7, which requested UNICEF to provide, inter alia, to the second regular session of the Executive Board (20-23 March 1995) the initial response of the UNICEF secretariat to the recommendations in the report on the management study of UNICEF, prepared with the assistance of external consultants.

3. The Advisory Committee welcomes the UNICEF management study as an important and timely effort to identify UNICEF achievements, together with areas of weaknesses where remedial action is required. The Committee notes that the management study deals with many areas that have been of concern to the Advisory Committee for some time, particularly those mentioned in the Committee's report of 15 April 1993 (E/ICEF/1993/AB/L.2), in which the Committee also recommended an independent management study of UNICEF operations.

4. As indicated in paragraph 4 of E/ICEF/1995/AB/L.4, the initial response of UNICEF to the recommendations of the study are limited to "a broad overview, which is subject to amplification as the consultation and implementation process proceeds".

5. Upon inquiry, the Advisory Committee was informed that, as requested by the Executive Board in decision 1995/7, internal structures needed to guide the consultation, the implementation and monitoring of the management review process were being put in place. The Committee was provided with terms of reference for the implementation structure as submitted by UNICEF to the Executive Board during its regular second session of 1995. According to UNICEF, the implementation structure comprises the Executive Board, the Executive Director, a steering committee, a task force and advisory councils. In the view of the Committee, further elaboration is needed of the specific terms of reference of the structure, particularly with regard to the relative roles of the Executive Board, the Executive Director and the steering committee. In this connection, the Advisory Committee recommends a cautious approach with regard to the use of consultants (see paragraph 12 below).

6. As part of the implementation structure for the reform process, the Committee notes that a full-time task force has already been designated to deal with the management study and to develop a plan of action. The Committee notes that the task force will play a key role in the reform process, with overall responsibility, as indicated in paragraph 42 of E/ICEF/1995/AB/L.4, "for prioritizing, planning, managing, coordinating and monitoring the entire review and implementation process"; the task force will be composed of four full-time UNICEF staff. The Committee believes that further clarification is needed as to the role of the task force vis-à-vis the steering committee, as well as an indication as to how the interests of the field would be represented in the task force.

7. Upon inquiry, the Committee was informed by UNICEF representatives that the review process had already started, taking into account the need to ensure the full and active participation of the UNICEF staff, as requested by the Board. It was mentioned that the implementation structure for the reform process included global and regional advisory councils, whose terms of reference call for the participation of selected staff from both headquarters and the field to advise the task force. It was added that the challenge to improve UNICEF operations and strengthen its management had already begun to be felt in many parts of UNICEF.

8. As requested by the Executive Board in decision 1995/7, the UNICEF report (E/ICEF/1995/AB/L.4) groups the recommendations of the study in three

categories: "(i) implementation is possible soon and requires no Board action; (ii) implementation requires further analysis and consultation; and (iii) Board approval required (especially for structural, financial and staffing aspects)".

9. With regard to the first category of the recommendations of the study, the Committee notes that the internal review process includes recommendations related to human resources management, staff morale and staff performance. The Committee was informed that a start had already been made in implementing recommendations in the area of human resources. In this regard, selected areas for immediate action have been identified by UNICEF (see paragraph 18 of E/ICEF/1995/AB/L.4).

10. The Committee recalls that in paragraph 5 of decision 1995/7, the Executive Board encouraged the UNICEF secretariat to seek the guidance of the Board when necessary. The Committee is of the view that, in implementing the recommendations of the management study, the human resources management area is one where close consultations with the Executive Board should take place in order to ensure sustainability of the reform. The Committee believes that high priority should be given to the recommendations in the management study on human resources management and recommends that UNICEF present a report to the Executive Board outlining a strategy to implement these recommendations.

11. As indicated in paragraphs 29 and 30 of E/ICEF/1995/AB/L.4, "in-depth follow-up work by consultants is needed in the three areas" of importance in UNICEF operations: (a) supply; (b) financial systems; and (c) information resources management. The costs of these consultants are estimated at $3 million for 1995 and 1996. The requirements for 1995 ($2,350,000) would be covered through the reallocation of funds from the approved administrative and programme support budget for 1994-1995, while those for 1996 ($650,000) would be covered in the baseline budget for 1996-1997 to be submitted to the Executive Board at its annual session (see table 2 and paragraph 52 of E/ICEF/1995/AB/L.4). Upon request, the Committee was provide with tentative terms of reference for these consultants.

12. The Committee cautions against the over-use of consultants in the reform process and stresses the need for the full use of in-house expertise. In the view of the Committee, it is also important to identify early the overall total costs of the consultants and to draw specific, carefully elaborated terms of reference. The Committee notes that in addition to the $3 million foreseen for consultants in 1994-1995, the operating budget for the management of the task force amounts to $2,988,000 ($1,530,500 for 1995 and $1,457,500 for 1996). In this regard, it was not clear to the Committee how it was possible to reallocate resources in 1995 and what effect, if any, this reallocation had on programmed activities. The Advisory Committee points out that these cost estimates were submitted to the Executive Board prior to the review by the Committee. The Advisory Committee recommends that a full cost estimate and analysis for all expenditures related to the UNICEF management review be prepared for submission through the Advisory Committee to the Board at its next session.

13. The management review of UNICEF is a major undertaking, and, as is already evident, the consideration and approval of related proposals will take place during a number of sessions of the Executive Board. The Advisory Committee recommends that an item entitled "implementation of the management study" should be part of the Board's agenda on a regular basis until the Board decides otherwise, upon recommendation from the Advisory Committee. Pursuant to the request contained in Executive Board decision 1995/12, paragraph 3, there should be a work plan on a phased implementation of the study. To minimize disruption and uncertainty and to facilitate a focused discussion in the Executive Board, the Advisory Committee recommends that proposals to be taken up at each session of the Board should be grouped in a comprehensive report and should, to the maximum extent possible, focus on one particular area or aspect of UNICEF

management and operations. Proposals of the Executive Director should indicate clearly how they relate to the management study, or if they differ or are in addition to what is contained in the study, the reason should be explained.

II. GLOBAL FUNDS PROGRAMME BUDGET RECOMMENDATION FOR THE BIENNIUM 1996-1997

14. The Advisory Committee notes that the report on the global funds programme budget for 1996-1997 (E/ICEF/1995/AB/L.10) was prepared taking into account Executive Board decision 1995/6 (E/ICEF/1995/9 (Part I)), adopted at its first regular session of 1995, by which the Board decided "to postpone the preparation of the administrative and programme support budget and the global funds budgets for the biennium 1996-1997 pending its decision on implementation of the management review of UNICEF". Accordingly, the estimates for 1996-1997 were prepared, as agreed by the Board, as an interim "baseline budget" proposal based on the approved budgets for the period 1994-1995.

15. The Committee notes that the 1996-1997 baseline global funds budget proposal does not contain a request for additional posts or upgrading of posts charged to the global funds budget. As shown in table 1 of E/ICEF/1995/AB/L.10, the 1996-1997 estimates amount to $306,657,000 ($153,157,000 from general resources and $153,500,000 from supplementary funds). The 1996-1997 estimates show a reduction of $13,962,000 ($3,432,000 from general resources and $10,530,000 from supplementary funds).

16. Upon request, the Committee was provided with a list of 234 posts charged to global funds (129 Professional and 105 General Service posts). The Committee notes that the largest proportion of posts (74 Professionals and 54 General Service) remain allocated to headquarters-based activities for the Interregional Fund for Programme Preparation, Promotion and Evaluation and Programme Funds for the 1990s Goals (PF90s). In the past, the Committee has reiterated its view that the number of posts allocated to headquarters is high and that, as a result of global funds activities at headquarters, there had been a disproportionate increase in administrative costs, including shortages of office accommodation at headquarters at the expense of project delivery in the field (E/ICEF/1993/AB/L.2, para. 54). The Committee recalls that global funds are intended primarily to provide additional programme resources and technical support to countries and that these activities, such as the PF90s activities, should be phased out or, if successful, integrated into country programmes (E/ICEF/1993/AB/L.2, para. 51).

17. As indicated in paragraph 5 of E/ICEF/1995/AB/L.10, "revisions to the baseline budget will be submitted to the Executive Board during the remainder of 1995, and in 1996 and 1997, as and when it becomes necessary". In this connection, the Committee trusts that careful consideration will be given to the implementation of the recommendations of the management study on global goals which also reflect the views of the Committee.

III. ADMINISTRATIVE AND PROGRAMME SUPPORT BUDGET: BASELINE BUDGET ESTIMATES FOR THE BIENNIUM 1996-1997

18. The Advisory Committee notes that the report on the administrative and programme support budget for 1996-1997 (E/ICEF/1995/AB/L.5) was prepared pursuant to decision 1995/6. Accordingly, the budget proposal does not contain any request for additional posts or upgradings of posts. The estimates for the 1996-1997 biennium have been maintained at the approved level for 1994-1995 of $431.4 million. The estimates cover the cost of existing posts and associated operating costs.

19. As indicated in paragraph 2 of E/ICEF/1995/AB/L.5, in accordance with decision 1994/R.3/5 (E/ICEF/1994/13), adopted at the third regular session of 1994, all headquarters posts previously charged to recovery funds are budgeted in the 1996-1997 administrative and programme support budget proposal, as the policy of charging a 6 per cent recovery fee has been discontinued by the Board. Upon request, the Committee was informed that 153 posts (56 Professional and 97 General Service posts at headquarters), which were previously charged to recovery funds, will be charged to the administrative and programme support budget in accordance with the Board's decision. Annex I of E/ICEF/1995/AB/L.5 shows that total staff costs amount to $295,046,000 for 1996-1997, including $24,614,000 corresponding to the cost of 153 posts previously charged to recovery funds. The Committee was provided with the proposed staffing table by post level for the 1996-1997 administrative and programme support budget. This is attached to the present report as annex I.

20. The Committee also observes that, in accordance with decision 1994/R.3/5 (c), general operating costs of the field offices have been calculated on a net basis, taking into account the application of a 3 per cent recovery charge from supplementary-funded projects. Accordingly, the field general operating costs are estimated at $43,023,000, after the application of a recovery charge estimated at $27,600,000 for 1996-1997.

21. Upon request, the Committee was provided with a breakdown of the staff and of the general operating costs for the proposed 1996-1997 administrative and programme support budget (see annex II to the present report). The Committee is not convinced that a careful analysis of administrative costs at headquarters and field offices has yet been carried out. This is particularly so with regard to the "project" posts previously charged to recovery funds. As shown in the management study, during the last decade, while "core" posts have been frozen, "non-core", temporary staff and consultants have driven total growth to 10 per cent a year.

22. With regard to the current resource situation, upon request, the Committee was informed that supplementary and emergency funding accounted for almost all of the increases in income in 1994. General resources income came close in 1994 to that projected in the medium-term plan in great measure as a result of a weakened United States dollar. For the period 1995-1998, the Committee was furnished with the medium-term plan income projections. These are attached to the present report as annex III. The Committee notes that general resources income is projected to grow modestly in nominal terms and to decline in real terms. In light of the resource projections for the near future, the Committee believes that further streamlining of the administrative and programme support functions, including further rationalization of the staff, and, if necessary, recruitment freezing, is essential to achieve a more cost-effective programme delivery. In this regard, the Committee welcomes the relevant recommendations of the management study. The Committee trusts that proposals to this end will be submitted to the Executive Board in the revisions of the 1996-1997 baseline budget, as indicated in paragraph 5 of E/ICEF/1995/AB/L.5.

Annex I

PROPOSED POSTS FOR THE 1996-1997 ADMINISTRATIVE AND PROGRAMME SUPPORT BASELINE BUDGET

Posts by grade	Approved 1994/1995 core posts a/	Changes in core posts	Baseline 1996/1997 core posts	Recovery project posts b/	Management task force core posts	Total core and project posts
USG	1	0	1	0	0	1
ASG	2	0	2	0	0	2
D2/L7	25	0	25	0	1	26
D1/L6	51	0	51	0	1	52
P5/L5	175	(1)	174	6	0	180
P4/L4	152	2	154	26	0	180
P3/L3	81	(1)	80	19	1	100
P2/P1/L2/L1	15	0	15	5	0	20
Total International Professional	502	0	502	56	3	561
National Professional	230	0	230	0	0	230
General Service	1,379	0	1,379	97	1	1,477
Total posts	2,111	0	2,111	153	4	2,268

a/ E/ICEF/1993/AB/L .1/Corr. 2.

b/ See E/ICEF/1995/AB/L.5, paragraph 3.

Annex II

INCREASES (DECREASES) FROM APPROVED 1994-1995 BUDGET TO PROPOSED 1996-1997 BASELINE BUDGET
(In thousands of United States dollars)

Category 1	Approved 1994-1995	Baseline 1996-1997	Increase (decrease)	% Increase (decrease)
International staff costs				
Core posts	80,856	81,600	744	0.9
Travel/removal	9,149	11,183	2,034	22.2
Separation and repatriation	1,000	2,000	1,000	100.0
Rental subsidy	3,344	3,207	(137)	(4.1)
Mobility and hardship allowance	9,317	8,935	(382)	(4.1)
Pension fund	14,965	16,594	1,629	10.9
Reimbursement of taxes	3,509	4,066	557	15.9
Dependency	7,985	7,658	(327)	(4.1)
Compensatory pay	100	100	0	0.0
Home leave	3,386	3,618	232	6.9
United Nations Volunteers	406	431	25	6.2
Medical insurance	1,492	1,535	43	2.9
Subtotal, International staff costs	135,509	140,927	5,418	4.0
Staff training -	5,650	5,650	0	0.0
Subtotal, Staff training	5,650	5,650	0	0.0
Local staff costs				
Core posts	65,496	74,002	8,506	13.0
Travel/removal	747	716	(31)	(4.1)
Separation	1,125	1,105	(20)	(1.8)
Mobility and hardship allowance	656	726	70	10.7
Pension fund	12,775	14,314	1,539	12.0
Reimbursement of taxes	5,737	5,740	3	0.1
Dependency	4,316	4,006	(310)	(7.2)
Compensatory pay	24	26	2	8.3
Home leave	395	326	(69)	(17.5)
Staff welfare	1,017	1,006	(11)	(1.1)
Medical insurance	6,153	6,449	296	4.8
Subtotal, Local staff costs	98,441	108,416	9,975	10.1
Short-term Professional	4,876	4,078	(798)	(16.4)
Short-term General Service	4,828	5,513	685	14.2
Overtime	3,170	2,955	(215)	(6.8)
Short-term ancillary	3,093	2,894	(199)	(6.4)
Subtotal, Temporary assistance and overtime	15,967	15,440	(527)	(3.3)
Total, Category 1 - Staff costs	**255,567**	**270,433**	**14,866**	5.8

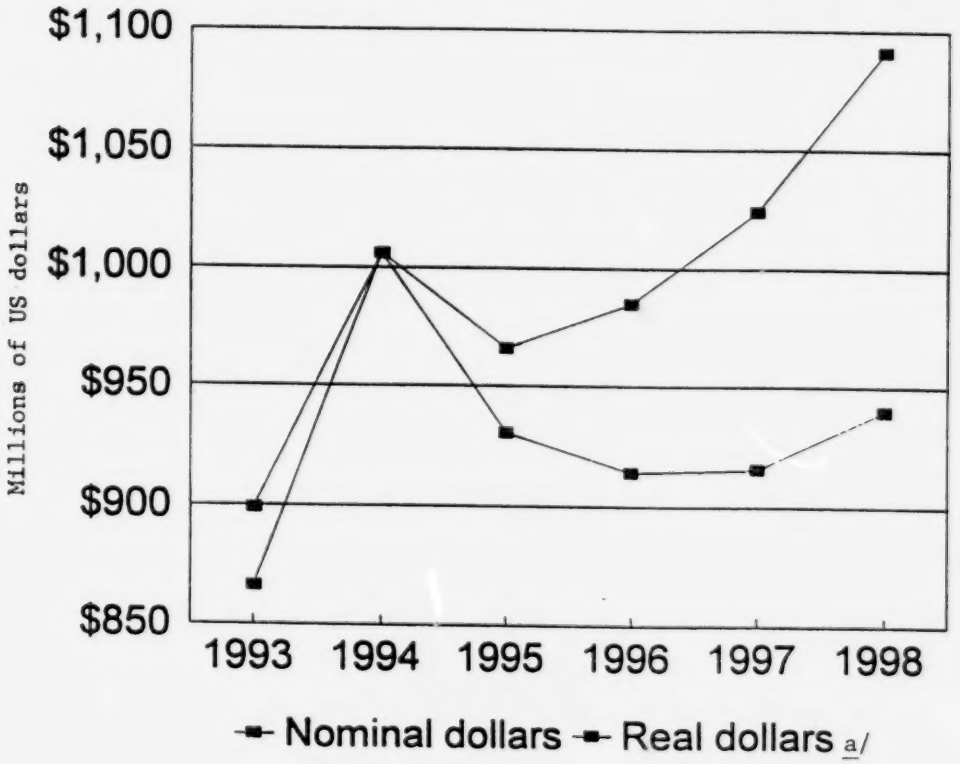
Annex II (continued)

	Approved 1994-1995	Baseline 1996-1997	Increase (decrease)	% Increase (decrease)
Category 2				
Travel on official business	17,962	17,505	(457)	(2.5)
Freight	8,031	6,868	(1,163)	(14.5)
Telephone	8,858	8,094	(764)	(8.6)
Telex	6,621	5,947	(674)	(10.2)
Subtotal, Communications costs	23,510	20,909	(2,601)	(11.1)
Information - Audio-visual	5,823	4,850	(973)	(16.7)
Information - Publications	5,986	5,040	(946)	(15.8)
Information support costs - Other information	3,756	2,339	(1,417)	(37.7)
Subtotal, Information costs	15,565	12,229	(3,336)	(21.4)
Rental of premises	30,519	29,286	(1,233)	(4.0)
Utilities/maintenance of premises	13,950	12,851	(1,099)	(7.9)
Insurance	918	737	(181)	(19.7)
Subtotal, Rental and maintenance of premises	45,387	42,874	(2,513)	(5.5)
Office supplies	3,416	3,008	(408)	(11.9)
Computer supplies	5,509	4,235	(1,274)	(23.1)
Software development	7,919	7,125	(794)	(10.0)
Miscellaneous supplies and services	2,289	2,082	(207)	(9.0)
Subtotal, Office supplies and services	19,133	16,450	(2,683)	(14.0)
Rental/operations/maintenance/installation of equipment	8,053	7,370	(683)	(8.5)
Computer rental/maintenance and services	7,582	6,451	(1,131)	(14.9)
Maintenance/operations transport equipment	4,840	4,175	(665)	(13.7)
Subtotal, Rental and maintenance of equipment and vehicles	20,475	17,996	(2,479)	(12.1)
External audit	841	841	0	0.0
Joint Inspection Unit	334	383	49	14.7
Reimbursements to United Nations	6,947	7,306	359	5.2
Subtotal, United Nations reimbursment	8,122	8,530	408	5.0
Hospitality	882	743	(139)	(15.8)
Subtotal, Hospitality	882	743	(139)	(15.8)
Furnitures/fixtures/permanent equipment	4,852	4,392	(460)	(9.5)
Transport equipment	3,270	2,510	(760)	(23.2)
Computer equipment	8,136	6,973	(1,163)	(14.3)
Warehouse equipment	628	628	0	0.0
Subtotal, Acquisition of furniture and equipment	16,886	14,503	(2,383)	(14.1)
Total, Category 2 - General operating costs before recovery	**167,922**	**151,739**	**(16,183)**	(9.6)
Recovery	(3,200)	0	3,200	(100.0)
Total, Category 2 - General operating costs after recovery	**164,722**	**151,739**	**(12,983)**	(7.9)
Packing and assembly costs	11,074	11,074	0	0.0
Grand total	**431,363**	**433,246**	**1,883**	0.4

Annex III

UNICEF INCOME PROJECTIONS (1993-1998)
(In millions of United States dollars)

	1993	1994	1995	1996	1997	1998
Nominal dollars	866	1,006	966	985	1,024	1,091
Real dollars a/	899	1,006	931	914	916	940



a/ Real 1994 dollars using inflation equal to 3.8%.